

J M Goldson

community preservation
+ planning

TOWN OF EASTHAM

Community Preservation Plan

FY2020-2024

PREPARED FOR:

Town of Eastham
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Adopted: October 3, 2018



Cover Page Photos Left to Right:

Chapel in the Pines; Great Pond; High School Tennis Courts; and Brackett Landing.

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Acknowledgements

The Community Preservation Committee gratefully acknowledge the following individuals for their contributions to this study:

Paul Lagg, Town Planner
Debbie Cohen, Community Development Assistant

Community members who gave their time and insights to this project by participating in the focus groups and interviews in May 2018, the community workshop on June 6, 2018, and the community survey in June 2018.

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Edmund Casarella, Recreation Commission Rep.
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Acronyms

ACEC	Areas of Critical Environmental Concern
ACS	US Census Bureau's American Community Survey
ADA	Americans with Disabilities Act
AHT	Eastham Affordable Housing Trust
AMI	Areawide Median Income set by the federal Department of Housing and Urban Development
CDP	Community Development Partnership
CLIA	Eastham Conservation Land Inventory and Analysis 2012 (CLIA)
CPA	Community Preservation Act, Chapter 44B of the Massachusetts General Laws
CPC	Community Preservation Committee
CP Plan	Community Preservation Plan
DCR	Massachusetts Department of Conservation and Recreation
DHCD	Massachusetts Department of Housing and Community Development
DMH	Department of Mental Health
FY	Fiscal Year(s)
HELP Program	Housing Emergency Loan Program
HPP	Eastham Housing Production Plan 2016
HUD	United States Department of Housing and Urban Development
LHD	Local Historic District
MACRIS	Massachusetts Cultural Resource Information System
MGL	Massachusetts General Laws
MHC	Massachusetts Historical Commission
MOE	Margins of Error
NHESP	Massachusetts Natural Heritage and Endangered Species Program
NPS	United States Department of Interior, National Park Service
OCCS	Outer Cape Capacity Study 1996
OSC	Eastham Open Space Committee
OSRP	Eastham Open Space and Recreation Plan 2015
P.A.C.E.	Public Access Committee of Eastham
SHI	Massachusetts Subsidized Housing Inventory
TWG	The Warren Group
ULI	Urban Land Institute

Key Definitions

This list of key definitions is intended to assist the reader and is not intended to replace applicable legal definitions of these terms. The following definitions are for key terms used throughout the document, many of which are based on definitions per MGL c.44B s.2 or other statutes and regulations.

Active Recreation – Requires intensive development to create outdoor recreation and often involves cooperative or team activity, including playgrounds, ball fields, and paved bike paths.

Areawide Median Income – the median gross income for a person or family as calculated by the United States Department of Housing and Urban Development, based on the median income for the Metropolitan Statistical Area. In 2018, the HUD median family income for Barnstable County was \$86,200.

Chapter 40B – a state statute which enables local Zoning Boards of Appeals (ZBAs) to approve affordable housing developments under flexible rules if at least 20-25% of units have long-term affordability restrictions.

Community Housing – as defined by the Community Preservation Act is housing for individuals and families with incomes less than 100 percent of the Areawide Median Income, including senior housing. In general, the occupant(s) should pay no greater than 30% of his or her income for gross housing costs, including utilities.

Community Preservation – the acquisition, creation, and preservation of open space; the acquisition, creation, preservation, and rehabilitation/restoration of land for recreation; the acquisition, preservation, and rehabilitation/restoration of historic resources; and the acquisition, creation, preservation, and support of community housing.

Community Preservation Act – a state law, MGL c. 44B, is enabling legislation that allows communities to raise and set aside funds for community preservation projects, including open space and natural resource conservation, outdoor recreation, historic preservation, and community housing. It is funded through a combination of a local property tax surcharge of up to 3 percent and a variable state contribution from the Community Preservation Trust Fund.

Community Preservation Committee – the committee established by the legislative body of a city or town to make recommendations for community preservation, as provided by Section 5 of MGL c. 44B.

Community Preservation Fund – the municipal fund established by Section 7 of MGL c. 44B.

Historic Resource – a building, structure, document, or artifact that is listed on the state register of historic places or National Register of Historic Places or has been determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of a city or town.

Household – all the people, related or unrelated, who occupy a housing unit. It can also include a person living alone in a housing unit or a group of unrelated people sharing a housing unit as partners or roommates.

Housing Production Plan – a community's proactive strategy for planning and developing affordable housing. In a HPP, a community creates a strategy to produce housing units and meet the 10 percent goal under Chapter 40B.

Local Historic District – an area or group of historic structures that are deemed significant to the city's history, archeology, architecture or culture and protected by public review.

Low-income Housing – housing for persons or families whose annual income is less than 80 percent of the areawide median income (AMI). The AMI is determined by the United States Department of Housing and Urban Development (HUD).

Moderate-income Housing – housing for persons or families whose annual income is less than 100 percent of the areawide median income (AMI). The AMI is determined by the United States Department of Housing and Urban Development (HUD).

Open Space – land to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, grasslands, fields, forest land, fresh and salt water marshes and other wetlands, oceans, rivers, streams, lake and pond frontage, beaches, dunes and other coastal lands, lands to protect scenic vistas, land for wildlife or nature preserve, and/or land for recreational use.

Passive Recreation – that which emphasizes the open space aspect of a park and which involves a low level of development, including picnic areas and trails.

Preservation – the protection of personal or real property from injury, harm, or destruction.

Recreational use – Recreation uses are often divided into two categories: passive and active recreation. See definitions for “Passive recreation” and “Active Recreation.” Recreation, under the CPA, does not include horse or dog racing, or the use of land for a stadium, gymnasium or similar structure.

Rehabilitation – capital improvements or extraordinary repairs to historic resources, open spaces, lands for recreational use, and community housing for the purpose of making the above functional for their intended uses and compliant with the Americans with Disabilities Act (ADA) and other federal, state, or local building or access codes. With historic resources, “rehabilitation” must comply with the Standards for Rehabilitation stated in the United States Secretary of the Interior’s Standards for the Treatment of Historic Properties (codified in 36 C.F.R. Part 68). With recreational use, “rehabilitation” includes the replacement of playground equipment and other capital improvements to the land or facilities which make the related land or facilities more functional for the intended recreational use.

Subsidized Housing Inventory (SHI) - The official list of units, by municipality, maintained by the Massachusetts Department of Housing and Community Development (DHCD) that is used to measure a community’s stock of low- and moderate-income housing for the purposes of M.G.L. Chapter 40B’s 10 percent goal.

Executive Summary



Historic Preservation
Chapel in the Pines



Open Space & Passive Recreation
Great Pond



Active Recreation
High School Tennis Courts



Community Housing
Brackett Landing

The Eastham Community Preservation Committee (CPC) created this Plan. The Plan guides the use of Community Preservation Act (CPA) funds for fiscal years (FY) 2020-2024.

Background of the Community Preservation Act

The Community Preservation Act (CPA) is a state law, MGL c.44B, that was enacted in 2000. Eastham adopted the Community Preservation Act (CPA) in 2005. It creates a way for communities to raise and set aside funds for community preservation projects. These projects can include opens space conservation, outdoor recreation, historic preservation, and community housing. Eastham generates CPA funds through a local real property tax surcharge of 3 percent. There is also a variable distribution from the state Community Preservation Trust Fund (Trust Fund). Since the start, Eastham has collected over \$10.2 million.

Eastham has funded 84 community preservation initiatives in its first thirteen years (FY2006-2019). These initiatives included capital improvements, assistance programs, land acquisition, as well as plans and studies.



Planning Process

The CPC, through the Town of Eastham, contracted with a planning consultant to assist with the preparation of an updated Community Preservation Plan. The consultant worked with the CPC members. They studied existing plans. They identified Eastham's community preservation needs and resources.

Soliciting community input was an important component of this planning process. The CPC sponsored focus groups and interviews with a variety of community members. They organized an interactive community workshop. They distributed an online survey.

Core Values

The CPC's role is to recommend CPA appropriations to Town Meeting. The Eastham CPC aims to make these decisions in ways that are

Fair
Transparent
Effective
Collaborative
Responsive
Informed

These are the CPC's core values. The CPC also values the right for CPC members to express different opinions in the course of deliberations. The following guiding principles, goals, and target allocations are all driven by the CPC's core values.

Guiding Principles

The CPC developed the following guiding principles by carefully considering community feedback. These principles are designed to guide the CPC's evaluation of project requests for CPA funds in all four CPA funding categories. They will be used to establish funding preferences.

1. Lead Priorities

Recognizing Eastham's great and well-documented needs to provide community housing, protect natural resources, particularly water resources, and create and improve active recreation opportunities in Eastham, the CPC will prioritize projects that serve these needs.

2. Supporting Priorities

The CPC will also support the creation of passive recreation opportunities that provide access to open space and scenic views as well as preservation of historic resources, including public buildings and archives.

3. Leveraging

The CPC encourages leveraging CPA funds with other public and private funding as well as donations, bargain sales, and the like.

4. Planning and Community Goals

The CPC will prioritize projects that demonstrate comprehensive planning and compatibility with other community initiatives and goals.

5. Multi-Use Projects

The CPC encourages projects that include eligible activities in multiple CPA areas, such as affordable housing and recreation.

6. Compatibility

The CPC will prioritize projects that reinforce or are compatible with both the CPA goals within a project's funding category(ies) and goals in other CPA categories.

Goals

The goals, as summarized below, are intended to guide potential applicants for CPA funding and will be used to direct CPC funding recommendations.

ACTIVE RECREATION GOALS

1. Create new active outdoor recreation facilities to best meet the changing needs of Eastham's population.
2. Rehabilitate existing active recreation facilities to create safe and accessible recreation opportunities for people with special needs.
3. Support the town's efforts to create a community center that includes outdoor recreation facilities.

COMMUNITY HOUSING GOALS

1. Create community housing units that will help address Eastham's documented housing needs, including, but not limited to, units that will count on the state's Subsidized Housing Inventory (SHI).
2. Continue to support CPA-eligible initiatives of the Eastham Affordable Housing Trust.
3. Support development through new construction and adaptive reuse of existing buildings to create community housing for households with incomes up to 100 percent of the area median income (AMI).
4. Preserve affordable units through physical improvements, as enabled within the limitations of the CPA statute, and rehabilitate community housing that was created with CPA funds.
5. Support housing assistance programs that provide direct assistance to households with incomes up to 100 percent AMI.

HISTORIC PRESERVATION GOALS

1. Preserve, rehabilitate, and restore publicly- and privately-owned historic resources that are open for public use and enjoyment to enhance town character and support the local tourism economy.
2. Preserve historic archives including town records in the collections of the Town Clerk, Public Library, Eastham Historical Society, and Historical Commission.
3. Continue inventorying Eastham's historic resources to complete town and state records of such resources including buildings, landscapes, archeological sites, cemeteries, and the like.
4. Preserve privately-owned historic houses, particularly those along Route 6, that are occupied by low/moderate income households.

OPEN SPACE AND PASSIVE RECREATION

1. Enhance access for people of all ages and abilities to further public enjoyment of natural resources, conservation areas, and scenic views.
2. Protect drinking water quality through land conservation.
3. Protect and restore/remediate estuaries and fresh water ponds and wetlands by minimizing further development of adjacent lands, and through water quality remediation in accordance with current best management practices.
4. Protect key parcels that enhance community resilience in the face of climate change impacts.
5. Preserve natural habitat and open space resources through acquisition of lands with high habitat values and management of existing open space lands, including management of invasive species..

Chapter 1: Overview

Introduction

The Eastham Community Preservation Committee (CPC) created this Plan. The Plan guides the use of Community Preservation Act (CPA) funds for fiscal years (FY) 2020-2024.

The CPC has identified three priorities for use of Eastham's CPA funds for FY2020-2024:

- (1) provide affordable housing
- (2) protect open space and natural resources
- (3) create and improve active recreation opportunities



The CPC uses this Plan to decide how to recommend spending CPA funding. The CPC encourages future applicants seeking CPA funds to use this plan to guide their CPA requests. The CPC encourages Town Meeting members to use this plan to guide decisions on allocation of funds.

This Plan is created in accordance with the Community Preservation Act (CPA), Massachusetts General Laws c. 44B s.5(b)(1). The law states:

The community preservation committee shall study the needs, possibilities and resources of the city or town regarding community preservation, including the consideration of regional projects for community preservation.

Background

WHAT IS CPA?

CPA Statewide

The Community Preservation Act (CPA) is a state law, MGL c.44B, that was enacted in 2000 by Governor Paul Cellucci. It creates a way for communities to raise and set aside funds for community preservation projects. These projects can include opens space conservation, outdoor recreation, historic preservation, and community housing. It is funded through a combination of a local property tax surcharge of up to 3 percent and a variable state contribution from the Community Preservation Trust Fund.

CPA On Cape Cod

Many towns on the Cape adopted the CPA in 2005 to convert the Cape Cod Open Space Land Acquisition Program¹ (Cape Cod Land Bank) to CPA as enabled through MGL c.149 of the Acts of 2004. Eastham adopted the Community Preservation Act (CPA) in May 2005. The CPA enables communities to collect money to fund community preservation projects. As of April 2018, 172 communities have adopted the CPA (49 percent of the

¹ MGL c.293 of the Acts of 1998

state's municipalities). Per MGL c.149, the town may not amend the amount of or revoke the CPA surcharge on real property until after fiscal year 2020.² Any debt authorized through the Cape Cod Land Bank may be repaid with CPA funds.

WHO DECIDES HOW THE FUNDS ARE SPENT?

Eastham established the CPC as required by MGL c.44B. The CPC has nine members. The CPC must include a member from each of the following five entities:

- Conservation Commission
- Historical Commission
- Housing Authority
- Planning Board
- Recreation Commission

The Eastham CPC also included a member of the Open Space Committee, Affordable Housing Trust, and two members-at-large, who were appointed by the Board of Selectmen. However, in June 2018, the Board of Selectmen voted to amend the charter to require a member of the Housing Trust and four at-large appointees in addition to the five statutory members.

The role of the CPC is to:

- 1) study the Town's community preservation needs, possibilities, and resources
- 2) to make recommendations to the Town Meeting for funding projects with CPA funds

In addition, the CPC is required to hold an annual public hearing. The CPC meets regularly in open public meetings.

First Five-Year Plan Adopted

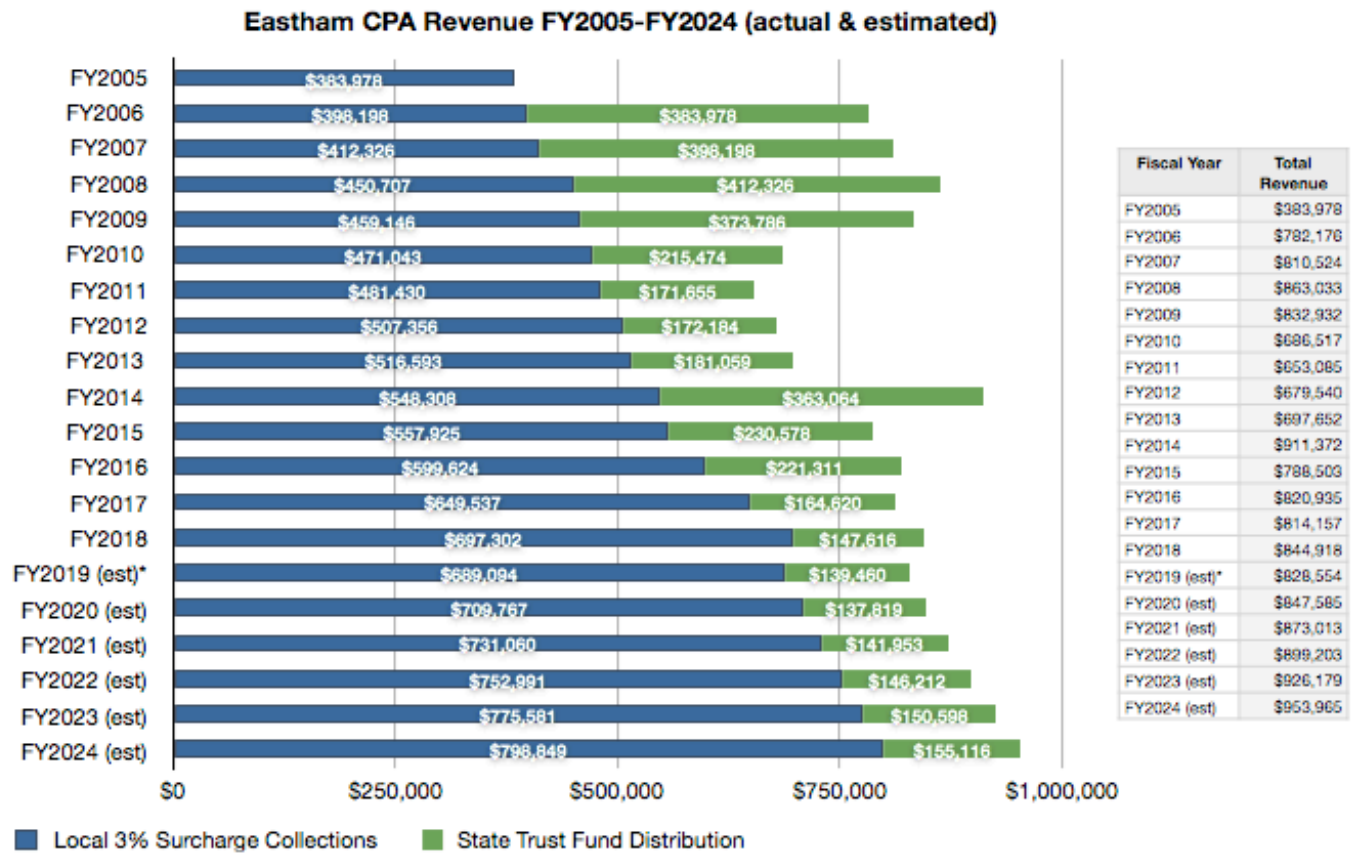
The Eastham CPC adopted a five-year Community Preservation Plan (CP Plan) for FY 2015 through FY 2019. The plan laid out spending policies, overall priorities, and goals for each CPA funding category. The plan was based on community feedback and an examination of Community Preservation resources, needs, and possibilities.

The spending policies created a funding target for each CPA funding category. The target was based on a projected five-year budget to guide CPC recommendations to Town Meeting. The CPC followed these approved allocation policies very carefully as it responded to applications for funding.

² Massachusetts Department of Revenue, *Cape Cod Land Bank and Community Preservation Act*, Bulletin 2004-16B, October 2004.

HOW MUCH FUNDING IS AVAILABLE?

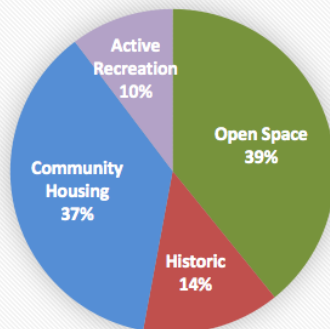
Eastham generates CPA funds through a local real property tax surcharge of 3 percent. There is also a variable distribution from the state Community Preservation Trust Fund (Trust Fund). Since the start, Eastham has collected over \$10.2 million. In FY2018, the local property tax surcharge generated roughly \$697,000. The state Trust Fund distribution was about \$147,616. Eastham could generate about \$4.5 million between FY2020 and FY2024, assuming a state Trust Fund distribution of 20 percent and a 3 percent annual growth in local surcharge collections.



* FY2019 is estimate for local surcharge and actual for state Trust Fund distribution.

Sources: Community Preservation Coalition online database, accessed 4/27/18, updated by the Town, plus additional estimations by JM Goldson based on 3% estimated annual increase in local collections; State distributions estimated at 20%.

**Actual Eastham CPA Appropriations
FY06-FY19**



HOW HAVE CPA FUNDS BEEN ALLOCATED?

Eastham has funded 84 community preservation initiatives in its first thirteen years (FY2006-2019). These initiatives included capital improvements, assistance programs, land acquisition, as well as plans and studies.

The town has given over \$10.2 million to community preservation projects across all four CPA funding categories. Close to 40 percent of the funds have been devoted to open space and passive recreation projects; 37 percent for community housing; 14 percent for historic preservation initiatives; and about 10 percent for active recreation projects.

Eastham CPA-Funded Projects FY06-FY19

Historic Preservation

- Chapel in the Pines
- Dill Beach Camp
- Library Preservation of 1897 Building
- Library's Archival Materials Preservation
- Town Records Preservation
- Ancient Cemeteries Preservation
- Schoolhouse Museum Restoration
- Historic Buildings Survey
- Swift Daley House
- Town Hall Windows
- Eastham Windmill Restoration
- Ranlett Tool Museum

Community Housing

- Campbell-Purcell Community Housing
- Cape Cod Village Community Housing
- Housing Authority Window Replacement
- Housing Trust Consultant
- Housing Trust Rental Subsidy Program I and II
- Housing Trust Rental Acquisition Initiative
- North Eastham Village Center Study
- Preserve Existing Affordable Rental Units
- Rabbit Run Community Housing (Habitat, Inc.)
- Housing Trust Housing Assistance Program
- Cape Housing Institute

Active Recreation

- Cape Cod Children's Place Playground
- Elementary School Playground
- Field of Dreams Restoration
- Recreation Plan for Active Recreation
- Rehabilitation/Restoration of Tennis Courts at NRHS
- Wiley Park Shade Shelter

Open Space & Passive Recreation

- 590 Steele Road Land Purchase
- 700 Dyer Prince Road Land Purchase
- Aschettino Property Land Bank Debt Payment for Land Purchase
- Diamondback Terrapin Habitat Preservation
- Mobi Mat at Bee's River
- Open Space Properties Analysis
- Herring Pond Preservation
- Great Pond Preservation
- Sandy Meadow Parking and Pathways
- Wiley Park Bridge and Trails
- 390 Locust Road Land Purchase

Planning Process

The Town of Eastham contracted with JM Goldson community preservation + planning to assist with the preparation of an updated Community Preservation Plan in February 2018. JM Goldson worked with the CPC members and studied existing plans, including the 2010 and 2016 Housing Production plans; 2018 Affordable Housing Trust Program Guidelines; North Eastham Village Center Strategic Report & Concept Plan; 2017-2018 District of Critical Planning Concern documentation and regulations; 2017 Urban Land Institute (ULI) Technical Assistance Panel Report; 2015 Open Space and Recreation Plan, and the 2010 Eastham Comprehensive Plan, to identify Eastham's community preservation needs and resources.

Project Schedule



COMMUNITY ENGAGEMENT

Soliciting community input was an important component of this planning process. The CPC sponsored focus groups and interviews with a variety of community members. It sponsored an interactive community workshop. It also distributed an online survey.

Focus Groups and Interviews

The consultants interviewed community members through focus groups on May 2, 2018. They also conducted telephone interviews. These interviews helped the CPC further refine its understanding of community preservation needs and resources. They also helped to brainstorm possibilities for use of CPA funds.

Community Workshop

On June 6, 2018, the CPC sponsored a community workshop. The workshop was highly interactive and included digital group polling and a small group discussion exercise. About 40 people participated in the workshop at the Eastham Library.

Online Survey

To obtain broad community input, the CPC also sponsored an online survey. The survey was online from June 4, 2018 to June 14, 2018, and 266 people responded. The survey contained demographic questions and five questions regarding priorities for the use of CPA funds.



Eastham Community Workshop June 2018

The consultant worked closely with the CPC over the summer and presented a draft plan at a public hearing on September 5, 2018 for public comment. The CPC voted to adopt the plan on 3 October 2018.

Application & Funding Process

The Eastham CPC accepts applications for CPA funding on an annual basis, with proposals generally due in October of each year. The CPC issues a “Request for CPA Applications” to announce the current year’s submission deadline and requires proposals be submitted using the CPC’s application form, available online on the CPC’s webpage at www.eastham-ma.gov or by request through the Town Clerk’s office.

The CPC considers each funding application based on the merits of the project as well as the available CPA balance in an open public meeting. The CPC developed application guidelines with evaluation criteria as part of this planning effort to aid in the CPC’s deliberation of funding requests, which is provided in the appendices. Through majority vote, the CPC determines which projects to recommend to Annual Town Meeting for funding. Projects not recommended by the CPC are not eligible for consideration by the Town Meeting per statute (MGL c.44B).

General CPA Eligibility

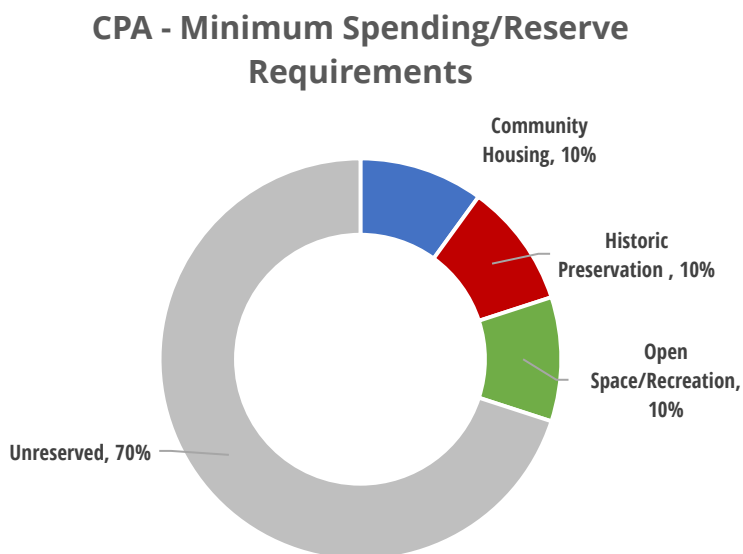
The CPA provides funding for four general project types: community housing, historic preservation, open space, and outdoor recreation. See eligibility chart in Appendix C.

Community Housing: CPA funds can be used to acquire, create, preserve, and support community housing for households with incomes at or below 100% of the area median income.

Historic Preservation: CPA funds can be used to acquire, preserve, rehabilitate, and restore historic resources that are listed on the State Register or determined to be locally significant by the Historical Commission.

Open Space: CPA funds can be used to acquire, create, and preserve open space and natural resources.

Recreation: CPA funds can be used to acquire, create, preserve, rehabilitate, or restore land for recreational use.



While the statute provides a generous amount of flexibility for CPA communities to determine the portion of CPA funds allocated to each of the four categories, the statute requires that a minimum of 10% of total revenue be spent or reserved for projects in the following categories: community housing, historic preservation, and open space/recreation.

See Chapter 2 for a description of the CPC’s allocation policies beyond these minimally required reserves.

Chapter 2: Values, Policies, and Principles

The CPC developed the following overall allocation policies and guiding principles based on its core values and by carefully considering community feedback and broad community goals. These policies and principles are designed to guide the CPC’s deliberation of project requests for CPA funds in all four CPA funding categories and will be used to establish funding preferences. These policies and principles are not binding; The CPC will ultimately base its recommendations on individual project merits, using these policies and principles as a guide.

Core Values

The CPC’s role is to recommend CPA appropriations to Town Meeting. The Eastham CPC aims to make these decisions in ways that are

Fair
Transparent
Effective
Collaborative
Responsive
Informed

These are the CPC’s core values. The CPC also values the right for CPC members to express different opinions in the course of deliberations. The following guiding principles, goals, and target allocations are all driven by the CPC’s core values.

Category	Minimum Reserves	Undesignated Funds
Community Housing	10%	40%
Historic Preservation	10%	0
Open Space/Passive Recreation	10%	30%
Active Recreation	10%	0
Administrative	5%	0
Undesignated (with preference for Active Recreation and Historic Preservation Projects)		30%
Total	45%	100%

Five-Year Target Allocation Policies

The CPC established target allocation policies to guide its recommendations for appropriations of CPA funds. The policies are intended to support community priorities for use of CPA funds.

MINIMUM SPENDING/RESERVES

The CPC intends to continue to recommend four reserves of 10 percent total annual revenue, which exceeds the statutory minimum of three reserves, so open space and active recreation have two separate reserves.

UNDESIGNATED FUNDS ALLOCATION

The CPC also intends to recommend allocations of the undesignated funds in roughly the proportions shown in the matrix above as an average over five-years: 40 percent for community housing and 30 percent for open space/passive recreation. The remaining 30 percent of the undesignated funds will remain as undesignated with preference given to active recreation and historic preservation projects. Any undesignated funds that are not appropriated in a given year will roll over and remain undesignated. Any funds targeted for community

housing and open space/passive recreation will roll over with a preference given to projects in those categories.

ADMINISTRATIVE FUNDS

The CPC requires professional staff support to ensure proper record keeping, grant management, and clerical support. Therefore, the CPC intends to budget 5 percent of total annual CPA revenue for administrative funds, as the CPA statute allows.

Guiding Principles

1. LEAD PRIORITIES

Recognizing Eastham's great and well-documented needs to provide community housing, protect natural resources, particularly water resources, and create and improve active recreation opportunities in Eastham, the CPC will prioritize projects that serve these needs.

2. SUPPORTING PRIORITIES

The CPC will also support the creation of passive recreation opportunities that provide access to open space and scenic views as well as preservation of historic resources, including public buildings and archives.

3. LEVERAGING

The CPC encourages leveraging CPA funds with other public and private funding as well as donations, bargain sales, and the like.

4. PLANNING AND COMMUNITY GOALS

The CPC will prioritize projects that demonstrate comprehensive planning and compatibility with other community initiatives and goals.

5. MULTI-USE PROJECTS

The CPC encourages projects that include eligible activities in multiple CPA areas, such as affordable housing and recreation.

6. COMPATIBILITY

The CPC will prioritize projects that reinforce or are compatible with both the CPA goals within a project's funding category(ies) and goals in other CPA categories.

Chapter 3: Active Recreation



Field of Dreams Playground

Needs, Goals, & Possibilities

Eastham's most critical recreation needs are the rehabilitation of existing active recreation facilities and the creation of outdoor recreation opportunities at a new community center.

The CPC developed the following active recreation goals and possibilities through careful consideration of Eastham's recreation needs, public input, and overall Town goals. The goals, as described below, are intended to guide potential applicants for CPA funding and will be used to direct CPC funding recommendations. However, applications for funding are not limited to the project ideas listed in this plan.

GOAL 1

Create new active outdoor recreation facilities to best meet the changing needs of Eastham's population.

With the segment of Eastham residents aged 64 years and older growing from just over a third to almost two-thirds of all residents, the recreational needs of the community will also change. Fewer children live in Eastham today than in decades past, however recreation facilities designed for children can be a draw for families. Among older residents, many have physical disabilities—making it difficult to use existing facilities.³ Active outdoor recreation facilities should accommodate all of Eastham's users at all life stages.

GOAL 2

Rehabilitate existing active recreation facilities to create safe and accessible recreation opportunities for people with special needs.

Age and design of recreation facilities can impact the safety, accessibility, and general functionality. With the July 2012 amendments to the CPA statute, rehabilitation of existing parks and playgrounds are eligible CPA activities. The CPC encourages project proposals to rehabilitate Eastham's aging recreation facilities to make them accessible to persons with special needs..

GOAL 3

Support the town's efforts to create a community center that includes outdoor recreation facilities.

CPA funds could support efforts to create outdoor recreation facilities that are associated with a new community center. Although the creation of an indoor community center would not be eligible for CPA funds, a community center could include outdoor tennis courts, pickle ball courts, or other outdoor recreation facilities. These outdoor amenities would be eligible for CPA funding.

Active Recreation Five-Year Budget

Approximate Amount Available at Year-End FY19	\$326,077
Estimated Active Recreation Reserve (10% of Estimated FY2020-FY2024 Revenue)	\$450,000
Total Actual + Estimated Reserve	\$776,072
Targeted Additional Allocation (up to 30% of undesignated funds)	Up to \$742,491
Total	Up to \$1,518,563

³ 2016 Eastham Housing Production Plan, page 1.

Eligible Activities

The CPA defines recreational use as including, but not limited to, the use of land for community gardens, and noncommercial youth and adult sports, and the use of land as a park, playground, or athletic field. The definition goes on to prohibit “. . . horse or dog racing or the use of land for a stadium, gymnasium, or similar structure.”

Per the July 2012 amendments, the CPA statute allows use of CPA funds for the acquisition, creation, preservation, rehabilitation, and restoration of land for recreational use. Note that the 2012 amendments allow “rehabilitation” where previously it only allowed for recreational land *created* through the CPA. This amendment would allow existing parks and playgrounds to be rehabilitated with upgraded and new facilities and amenities. Maintenance costs are not eligible for CPA funds. In addition, acquisition of artificial turf for athletic fields is expressly prohibited in Section 5(b)(2).

RECREATION

NEEDS AND RESOURCES

Eastham has a diversity of recreation areas with many providing coastal recreation opportunities, including Rock Harbor and multiple public beaches. Eastham's recreation opportunities also include parks, playgrounds, and athletic fields.

The Town's outdoor active recreational facilities include:

- Newly renovated (2018) lighted basketball, pickle ball courts, and playground in addition to baseball, softball, and soccer field behind the Town Hall (Field of Dreams).
- Nauset Regional High School soccer field, track and recently renovated tennis courts.
- Eastham Elementary School ball field and playground.
- Wiley Park playground and swimming area.
- Many of Eastham's recreation facilities are not accessible for individuals with special needs, including aging seniors, and there only two parks with active recreation that are not on school land.

•Eastham has two bike trails:

- Cape Cod Rail Trail - a 23 mile paved trail that extends from Dennis to Wellfleet. The MA Department of Environmental Management manages the trail. In Eastham, the rail trail runs north to south for approximately 6 miles. (Comp Plan)

- The National Seashore Bike Trail runs from the National Seashore Visitor Center to Coast Guard Beach. (Comp Plan)
- The two bike trails are not currently linked, but the town has considered options for linkages. (Comp Plan)
- The Cape Cod National Seashore along Eastham's eastern boundary provides a recreational facility of roughly 1,285 acres (not including private property within the National Seashore). (CLIA)
- The Seashore is a favorite regional and national destination spot and provides miles of beaches, offering fishing, swimming, boating and kayaking. (OSRP)
- The upland portion supports nature trails, bicycling, horseback riding and hunting. (OSRP)
- The park is operated by the National Park Service and was established by an Act of the U.S. Congress in 1961. (OSRP)

Eastham Recreational Facilities

Location	Docks/Piers/Floats	Launch	Beach	Picnic	Showers	Restroom
Boatmeadow			X			
Campground Beach			X			
Coast Guard Beach			X		X	X
Cole Road			X			
Collins Landing			X			
Cooks Brook Beach			X			X
Doane Rock				X		X
First Encounter Beach			X			X
Great Pond Beach		X	X			
Hemenway		X				
Herring Pond		X	X			
Jemima Pond		X				
Kingsbury Beach			X			
Minister's Pond			X			
Nauset Light Beach			X		X	X
Rock Harbor	X	X				
Salt Pond		X				
Sunken Meadow Beach			X			
Thumpertown Beach			X			
Wiley Park	X		X	X		X

Source: Local Comprehensive Planning Committee, 2012 Comprehensive Plan

Sources:

Action Plan for the Town of Eastham Ponds, Dec. 2012 (Pond Plan)

Cape Cod Destination Guide: www.dguides.com (CCDG)

Eastham Comprehensive Plan, 2012 (Comp Plan)

Eastham Conservation Land Inventory and Analysis, 2012 (CLIA)

Eastham Recreation and Beach Department, www.eastham-ma.gov. (Rec & Beach Dept.)

Eastham Recreation Commission (Rec Com)

Eastham Open Space and Recreation Plan (Draft), 2014 (OSRP)

Chapter 4: Community Housing



Affordable Home

Needs, Goals, & Possibilities

Eastham's key housing needs are 1) more subsidized rental housing; 2) a wider range of affordable housing options including first-time homeownership opportunities; 3) adaptable and accessible units; and 4) home improvement programs.⁴

The CPC developed the following housing goals and possibilities through careful consideration of Eastham's housing needs, public input, and overall Town goals. The goals, as described below, are intended to guide potential applicants for CPA funding and will be used to direct CPC funding recommendations. However, applications for funding are not limited to the project ideas listed in this plan.

⁴ Eastham Housing Production Plan, 2016, p. 5-7.

GOAL 1

Create community housing units that will help address Eastham's documented housing needs, including, but not limited to, units that will count on the state's Subsidized Housing Inventory (SHI).

As well-documented through Eastham's 2016 Housing Production Plan (HPP), the town's population is decreasing overall and changing demographically—in particular, a loss of younger residents and a substantial increase in older residents. Eastham needs affordable rental units, first-time homebuyer opportunities, accessible housing, and improvements to existing units. Pressures on the housing market, including the tremendous demand for seasonal units, a very limited supply of developable land, and limited infrastructure, have contributed to high—and growing—housing costs. Many Eastham residents live with severe housing cost burdens.

The gap between median household income and the median single-family house price has widened with incomes doubling between 1990 and 2014 and house prices almost tripling in that period. Per the 2016 HPP, a household with Eastham's median income (\$62,452) would be able to afford a house priced at about \$156,130, but the median house price in October 2015 was over twice that amount—\$393,000.⁵

Per MGL c.40B, the town requires 10 percent of year-round housing be affordable to households at or below 80 percent of the area median income (AMI). Based on the 2010 census year-round housing unit count of 2,632, the town needs 263 total units on the SHI to reach the state's 10-percent 40B-goal. The town has 54 units listed on the SHI as of September 14, 2017 and needs an additional 209 units to reach 10 percent. Note, as documented through the HPP, the town's housing needs go beyond what would be required to meet the state's minimum MGL c.40B goals including homeownership opportunities for moderate-income households (as defined by the CPA), units accessible for persons with special needs, and greater market-rate housing choice.

GOAL 2

Continue to support CPA-eligible initiatives of the Eastham Affordable Housing Trust.

The town created the Eastham Affordable Housing Trust (AHT) in 2008 to provide for the creation and preservation of affordable housing in Eastham for the benefit of low/moderate-income households. Per the AHT Fund Housing Guidelines, the AHT's highest priorities are to:

1. Increase housing opportunities to those who live and/or work in the community to the extent permitted by law, by prioritizing opportunities that support its local citizenry and that serve a range of local housing needs – even if the units may not be eligible for inclusion on the SHI.
2. Develop year-round affordable rental units to serve Eastham's most financially vulnerable residents and other income-qualified persons and households.

The AHT is the town's primary vehicle to create and support locally-initiated community housing programs and developments. The AHT has utilized CPA funds to purchase and rehabilitate seven properties to create permanently affordable rental housing and create a rental subsidy program. In addition, CPA funds have supported professional planning services for the AHT.

⁵ Per The Warren Group, the January -May 2018 median sales price for a single-family house in Eastham rose to \$475,000. And, according to the American Community Survey 2012-2016 5-year estimates, Eastham's median household income has decreased to \$57,989. This indicates a growing affordability gap.

GOAL 3

Support development through new construction and adaptive reuse of existing buildings to create community housing for households with incomes up to 100 percent of the area median income (AMI).

CPA funds have been allocated to support a variety of community housing developments including the Campbell-Purcell, Cape Cod Village, and Rabbit Run properties. While opportunities for new development are limited, the town's new public water infrastructure can help to create new development opportunities including support for the town's vision for the Eastham Corridor Special District, adopted in May 2018, and support open space preservation through clustered housing. There may also arise opportunities to repurpose existing buildings to create affordable housing, perhaps in combination with historic preservation efforts.

GOAL 4

Preserve affordable units through physical improvements, as enabled within the limitations of the CPA statute, and rehabilitate community housing that was created with CPA funds.

The CPA funds have been utilized to fund the Housing Emergency Loan Program (HELP Program) for income-qualifying home owners to make emergency repairs necessary to protect their homes from injury, harm, or destruction, and prevent these home owners from being forced to leave if they do not have funds necessary to pay for repairs. The funds are granted in the form of a zero-percent interest loan that is forgiven after 15 years.

Eastham's town counsel opined that the HELP Program is eligible for CPA-funds as support, which includes programs providing direct financial assistance to households. As described in the 2016 HPP, there is a need for improvements to existing housing units to help support income-qualifying households. Rehabilitation, repair, and improvements to community housing that was acquired or created with CPA funds are also CPA-eligible activities.

GOAL 5

Support housing assistance programs that provide direct assistance to households with incomes up to 100 percent AMI.

Housing assistance programs are eligible to use CPA funds in the support and—in some cases—in the creation of community housing, depending on the structure of the program. Housing assistance programs could include a rental subsidy program, first-time homebuyer program, lease-to-own program, or a down payment/closing cost assistance program as deferred payment loans with recapture provisions. Most of these types of programs, with the exception of the first-time homebuyer model, do not create units that have long-term affordability restrictions or count on the SHI.



Community Housing Five-Year Budget

Approximate Amount Available at Year-End FY19	\$68,746
Estimated Community Housing Reserve (10% of Estimated FY2020-FY2024 Revenue)	\$450,000
Total Actual + Estimated Reserve	\$518,741
Targeted Additional Allocation (40% of undesignated funds)	\$989,988
Total	\$1,508,729

Eligible Activities

Chapter 44B of the Massachusetts General Laws (CPA Statute) defines “community housing” as “low- and moderate-income housing for individuals and families, including low- or moderate-income senior housing.” Low-income housing is affordable to households with annual incomes of less than 80% of the areawide median income (AMI) and moderate-income housing is affordable to households earning less than 100% AMI. Furthermore, the CPA Statute defines “senior housing” as housing for persons 60 years old or over, who also meet the qualifications for low or moderate income.

The following matrix includes FY2018 income limits for one-person and four-person households for 80 percent and 100 percent of the area median income as established by the U.S. Department of Housing and Urban Development. These income limits are updated annually and can be accessed at www.huduser.gov.

		80% AMI (Eligible for SHI)	100% AMI (Not Eligible for SHI)
	1-person	\$48,300	\$60,340
	4-person	\$68,950	\$86,200

The CPA Statute allows expenditures for the acquisition, creation, preservation, and support of community housing and for the rehabilitation of community housing that is acquired or created through CPA. Preservation, which is a permitted activity for community housing, is defined as the “protection of personal or real property from injury, harm or destruction, but not including maintenance.” Rehabilitation, which is only permitted for housing created using CPA funds, is defined as “the remodeling, reconstruction and making of extraordinary repairs, to...community housing for the purpose of making such...community housing functional for their intended use, including, but not limited to, improvements to comply with the Americans with Disabilities Act and other federal, state or local building or access codes.”

The CPA Statute defines the term “support” as programs that provide grants, loans, rental assistance, security deposits, interest-rate write downs or other forms of assistance directly to individuals and families who are eligible for community housing . . .” The CPA Statute also allows CPA funds to be appropriated to a Municipal Affordable Housing Trust (MGL c.44 s.55C)

COMMUNITY HOUSING

NEEDS AND RESOURCES

Eastham has a significantly aging population with a large decrease in all age groups under 44; a low stock of rental, affordable, and accessible housing; increasing housing prices and significant affordability gaps for low/moderate income households.

POPULATION & HOUSEHOLDS (Census)

- Eastham's 2016 estimated population is 4,924, which declined by about 539 people since 2000 (5,453 population in 2000). In the summer, the population grows to ~30,000. (2016 ACS)
- The population is aging. In 1980, the residents over age 65 were only about 20 percent of the total population whereas the 2016 estimates indicate about 36 percent of the population is over age 65. (2016 ACS)
- Of the 2,388 households, about 15% have children under 18 years old and 46% have persons over 64 years old (2016 ACS).
- The median age increased from 48 years old in 2000 to an estimated 57 years old in 2016. (2016 ACS)
- Racial make-up is predominantly white, with 97% of the population; Hispanic make up an estimated 1.5% of the population, and the remaining persons are non-whites, African American, American Indian/Alaska Native, or Asian. (2016 ACS)

HOUSEHOLD INCOME & COST OF HOUSING

- Eastham's median household income per 2016 estimates was \$57,989 - a decrease from the 2014 estimated median household income of \$62,452. (2016 ACS and 2016 HPP)
- An estimated 43 percent of Eastham households have low incomes – incomes at or below 80 percent AMI (2016 HPP)
- The median sale price of a single-family house Jan-May 2018 was \$475,000. (TWG)
- Most Eastham year-round households (85 percent) own their homes, 21 percent of which are housing –burdened (spending over 30 percent of their income on housing), while 22 percent of Eastham's renters (of which there were 340) are similarly housing-burdened. (2016 HPP)

- The median gross rent was \$1,022 – an increase of 50 percent from \$682 in 2000. (2016 ACS)

HOUSING SUPPLY

- Eastham has an estimated 2,388 occupied housing units, 86% are owner occupied and 14% renter occupied. There are an estimated 3,328 seasonal housing units. (2016 ACS)
- Census estimates suggest that Eastham lost 124 rental units since 1990. The relative shortage of rental units is reflected in a zero vacancy rate. (2016 HPP)
- The Town's housing stock remains primarily single-family at about 93 percent of total housing units, the balance being condominiums, duplexes, and multi-family units. (2016 ACS)

AFFORDABILITY

- 2.1 percent (54 units) of Eastham's total housing stock is counted as affordable on the State's Subsidized Housing Inventory (SHI) (DHCD, September 2017), which is below the State's minimum affordability goal of 10%.
- Most of the affordable ownership units were built through Comprehensive Permits under MGL C. 40B.
- The rental inventory is comprised of eight units owned by Eastham Housing Authority and managed by Orleans Housing Authority.
- Community Development Partnership (CDP) manages seven (7) units created under the Town's Rental Expansion Program and owned by the Eastham Affordable Housing Trust
- There are two affordable units owned and managed by CDP at 4775 State Highway as well as three units at Brackett Landing.
- CDP also developed and manages eight (8) units of rental housing in Eastham including:
 - 1475 State Highway: acquisition and rehabilitation to create two affordable, two-bedroom, rental units for households earning up to 80% AMI.

- Gull Cottages, at 885 State Highway: conversion of a small cottage community into five rentals, two units affordable to households earning at or below 50% AMI and the remaining three units for households earning up to 60 % AMI. One of the units has a Project-based Section 8 subsidy.
- 1425 Nauset Road: a donated house that was moved to a Town-owned site next to the Council on

Aging. The Town received grant funding to make the unit handicapped accessible and affordable as a two-bedroom rental unit. CDP manages the unit.

Sources:

2010 Federal Census (Census)

2012-2016 American Community Survey 5-Year Estimates (2016 ACS)

2016 Eastham Housing Production Plan (2016 HPP)

The Warren Group, Town Stats (TWG)

Key to Abbreviations:

AMI: Area Median Income set by the federal Department of Housing and Urban Development

DHCD: MA Department of Housing and Community Development

SHI: MA Subsidized Housing Inventory

Chapter 5: Historic Preservation



Chapel in the Pines

Needs, Goals, & Possibilities

Eastham's historic resources are both privately- and publicly-owned, and include buildings, structures, archives, landscapes, archeological sites, and artifacts. Preservation and restoration of historic resources is a key community goal to protect Eastham's historic character and enhance public understanding and enjoyment of local history.

The CPC developed the following historic preservation goals and possibilities through careful consideration of Eastham's historic preservation needs, public input throughout the planning process, and overall Town goals. The CPA goals, as described below, are intended to guide potential applicants for CPA funding for historic preservation of the community's historic resources and will be used to direct CPC funding recommendations. However, applications for funding are not limited to the project ideas listed in this plan.

GOAL 1

Preserve, rehabilitate, and restore publicly- and privately-owned historic resources that are open for public use and enjoyment to enhance town character and support the local tourism economy.

Eastham's historic resources include both public resources, such as the Town Hall, Public Library, town records, cemeteries, and the Eastham Windmill, and private resources, such as a cemetery, the Chapel in the Pines, Swift Daly House, and Schoolhouse Museum. The preservation of these resources are important to protect the town's character and public understanding of local history as well as to help support the local tourism economy.

The CPC supports the preservation, rehabilitation, and restoration of public and private historic resources that are open to the public for public enjoyment and use including the Historical Society properties. CPC also supports accessibility improvements to expand public enjoyment and access to these resources.

GOAL 2

Preserve historic archives including town records in the collections of the Town Clerk, Public Library, Eastham Historical Society, and Historical Commission.

Preservation of historic archives is important to protect the community's legacy. Eastham has historic vital records in the custody of the Town Clerk, a strong collection of genealogical records in the Historical Society's collections, and extensive local history archive at the public library. All of these resources are important to protect and preserve for current and future generation's understanding of the community's roots. Protection of archives includes physical preservation, digitization, and restoration of the documents themselves, as well as ensuring proper climate control and secure storage.

GOAL 3

Continue inventorying Eastham's historic resources to complete town and state records of such resources including buildings, landscapes, archeological sites, cemeteries, and the like.

Inventories provide a comprehensive understanding of the community's historic resources and lay a foundation for prioritization and preservation. The CPA funds are an important source as a local match for the state's Survey and Planning Grant (which is provided through the Massachusetts Historical Commission). The CPC would support funding for additional historic inventories.

GOAL 4

Preserve privately-owned historic houses, particularly those along Route 6, that are occupied by low/moderate income households.

There are privately-owned houses that are owned by households with low/moderate income in need of preservation and rehabilitation. The CPC funds could support a new town program to provide historic preservation grants to low/moderate income households for exterior historic preservation projects that comply with the Secretary of the Interior Standards. The grants could be structured as deferred forgivable loan, with the loan forgiven if the homeowner continues to live in the property year-round as a principal residence for at least five years. In Cambridge, the maximum loan amount is \$15,000 per unit. The program would need to include administrative funds to support staff/consultant time to create and implement a fair, well-advertised program; thoroughly vet income and any asset limitations established as part of the program; and authorize and oversee the use of the funds to ensure best preservation practices and appropriate implementation.

Historic Preservation Five-Year Budget

Approximate Amount Available at Year-End FY19	\$26,214
Estimated Historic Preservation Reserve (10% of Estimated FY2020-FY2024 Revenue)	\$450,000
Total Actual + Estimated Reserve	\$476,209
Targeted Additional Allocation (up to 30% of undesignated funds)	Up to \$742,491
Total	Up to \$1,218,700

Eligible Activities

The CPA Act, as amended July 2012, defines a historic resource as “a building, structure, vessel, real property, document, or artifact that is listed on the state register of historic places or has been determined by the local historic preservation commission to be significant in the history, archeology, architecture, or culture of a city or town.” CPA funds can be used for the “acquisition, preservation, rehabilitation, and restoration of historic resources.”

In addition, CPA funds may be appropriated to pay a nonprofit organization to hold, monitor, and/or enforce a deed restriction as described in Section 12 of the CPA Act (amended Summer 2012). Furthermore, within the definition of “rehabilitation,” CPA is allowed to fund improvements to make historic resources functional for their intended use, including improvements to comply with the Americans with Disabilities Act (ADA) and other building or access codes. All rehabilitation work, with respect to historic resources, is required to comply with the Standards for Rehabilitation stated in the US Secretary of the Interior’s Standards for the Treatment of Historic Properties (codified in 36 C.F.R. Part 68).

HISTORIC PRESERVATION

NEEDS AND RESOURCES

Eastham has diverse historic resources including Native American archaeological sites, houses spanning 17th-20th centuries, town properties, landscapes, maritime architecture, and cemeteries as well as archives and artifacts. Well-preserved and interpreted historic resources are an important component of Eastham's community character and tourism/seasonal resort economy.

The Town has over 790 documented historic resources including buildings, cemeteries, objects, and structures. (Hist Survey)

NATIONALLY -DESIGNATED RESOURCES

- The Nauset Archaeological District is a designated National Historic Landmark.⁽¹⁾ (MACRIS) This Landmark is within the Cape Cod National Seashore and was an ancient Native American settlement since at least 4,000 BC. (NPS)
- There are four National Register districts: Collins Cottages, Eastham Center, Nauset Archaeological, and Fort Hill Rural. (2) (MACRIS)
- Eleven resources are individually listed on the National Register: seven are related to Capt. Edward Penniman; others include Bridge Road Cemetery and Cove Burying Ground, the French Cable Hut, and the Beacon Cottage and Lighthouse. (MACRIS)

LOCAL HISTORIC DISTRICTS

- Local historic districts (LHD) are regulatory and are created through a local bylaw. In LHDs, before any exterior architectural feature visible from a public way is altered, the plans must be approved by a LHD commission. (MHC)
- Eastham adopted the Olde Town Centre and Eastham Center LHDs in 1986. (MACRIS)
- Eastham Center district on Schoolhouse Road has two resources: the Mile Marker and the Schoolhouse. (MACRIS)
- Olde Town Centre district has 29 resources spanning 17th-20th century, most of which are 19th century homes. (MACRIS)

PRIORITY LANDSCAPES

- The MA Heritage Landscape Inventory identified ten priority heritage landscapes including: Boat Meadow, Rock Harbor, Dyer Prince Road, Bridge Road, Town Cove, First Encounter Beach, Freshwater Ponds, and Fort Hill (Landscape Inv)

NATIVE AMERICAN

- The local area was likely the site of secondary native settlement between more thickly populated areas. (Recon Report)
- Native Americans of the Nauset Tribe practiced farming and fishing and Pilgrim settlers purchased corn and other crop food from them. (NPS & Landscape Inv)
- Settlements were in the areas of First Encounter Beach, Salt Pond, Nauset Marsh, Fort Hill, and Town Cove. (Landscape Inv)

17TH CENTURY

- A small pox epidemic in 1621 devastated native populations. (Landscape Inv)
- By 1666 remaining population was moved to a reservation in present-day South Orleans. (Landscape Inv)
- After English settlers established Nauset Plantation in 1640, the English population of the area steadily rose and farms were scattered throughout town. (Landscape Inv)
- 17th century resources on MACRIS include: Cove Burying Ground (1646), John Knowles House (1672), and Doane House (1680).

(1) Landmarks are nationally significant historic places with exceptional value or quality regarding national heritage. Fewer than 2,500 historic places in the country bear this national distinction. www.nps.gov/history/nhl

(2) Landmark and National Register designations cause restrictions on properties if federal or state funding is involved, and the Cape Cod Commission reviews requests to demolish or alter historic resources and has authority to enforce a moratorium on development projects that severely threaten historic resources.

18TH CENTURY

- In the 18th century, Eastham farmers were able to shift from subsistence to market farming. (Landscape Inv) One of two windmills from this period is extant at Windmill Green.
- There are fourteen 18th century resources listed on MACRIS including Horton House/Nauset Hotel (1700), Bridge Road Cemetery (1720), and 12 houses built between 1720 and 1795.

19TH CENTURY

- The town continued to rely on an agricultural base and was characterized by scattered farmsteads. (Landscape Inv)
- The Cape Cod Railroad line was extended in 1870 and the town had two depots: Eastham Center and N. Eastham. (Landscape Inv)
- There are sixty-four 19th century resources listed on MACRIS spanning the century (1800-1895) including more than 50 houses, the Beacon Lighthouse (1892), Cobb General Store/Mitten Factory (1879), two cemeteries, and the Eastham Methodist Episcopal Church Parsonage (1858).

20TH CENTURY

- Eastham transitioned to a resort town in the 20th century. The town's large farms were subdivided. (Landscape Inv)
- There are fifty-three 20th century resources on MACRIS including Nickerson House (1900), Great Pond Hunting Camp (1925), and Nauset Coast Guard Station (1936).
- The inventory completed in Oct 2013, identified an additional 167 resources, most of which date to the 20th century and include many cottages, camp, and resort properties.

ARTIFACTS & DOCUMENTS

- Historic documents include the Town's vital records stored at Town Hall and Historical Commission records and other local historic records stored at the Eastham Public Library. Also, the library has a large collection of genealogical records.
- The Eastham Historical Society owns and cares for many historic artifacts at the Swift-Daley House and Schoolhouse museums.

Sources:

Eastham Community-Wide Historic Properties Survey, 2013 (Hist Survey)

Eastham Comprehensive Plan, 2012 (Comp Plan)

Heritage Landscape Inventory Report: Eastham, MA, 2010 (Landscape Inv)

Massachusetts Cultural Resource Information System, mhc-macris.net (MACRIS)

MHC Reconnaissance Survey Town Report: Eastham, 1984 (Recon Report)

Establishing Local Historic Districts, Massachusetts Historical Commission, 2003, reprinted 2007 (MHC)

National Park Service, www.nps.gov/caco/historyculture/the-nauset-archaeological-district-eastham.htm (NPS)

Key to Abbreviations:

MHC: Massachusetts Historical Commission

MACRIS: Massachusetts Cultural Resource Information System

Chapter 6: Open Space & Passive Recreation



Terrapin Cove

Needs, Goals, & Possibilities

Protecting open space in Eastham is important to preserve the Town's small town, semi-rural character, and scenic values; prepare for climate change and sea level rise; provide opportunities for passive recreation, and to protect natural resources, including natural scenery and aesthetics, fish and wildlife and their habitats, and surface and groundwater quality. These attributes collectively support the activities and quality of life that attracts both residents and tourists to Eastham.

The goals and possibilities described in this chapter are based on Eastham's open space and natural resource protection needs, community input as part of this process, and overall town goals. This chapter describes open space goals, CPA eligibility for open space projects, and minimum spending requirements. In addition, this chapter includes a resource profile describing Eastham's open space and natural resources.

The CPA goals, as described below, are intended to guide potential applicants for CPA funding for open space and will be used to direct CPC funding recommendations. However, applications for funding are not limited to the project ideas listed in this plan.

GOAL 1

Enhance access for people of all ages and abilities to further public enjoyment of natural resources, conservation areas, and scenic views.

The community's character, scenic beauty, and economy is largely defined by its natural and coastal resources. Roughly 22 percent of Eastham's total land area is protected open space – with 0.69 per capita acres of open space, Eastham has the fourth largest acres of open space per capita on the Cape. In addition to its ecological and economic values, open space is vital for promoting physical and mental health. Most of Eastham's open space is within the National Seashore, providing quick and easy access, often by walking or bicycle, to residents on the east side of town. In addition to the National Seashore, Eastham has town owned and privately-owned open space that is open for passive public enjoyment. This includes the 172-acre Town Forest, 45-acre South Eastham Conservation Area, 44-acre Wiley Park, and 43-acre Sandy Meadow. These town-owned open space areas are mostly located on the west side of town, affording residents of this part of town access to local neighborhood open space. Given the value of neighborhood open space, increasing the amount located on the town's west side is an important goal.

Existing accommodations to facilitate public access to Eastham's open space properties (e.g., hiking trails, parking, benches, and signage) is varied – ranging from basic woodland trails to Mobi mats at public beaches to an elaborate boardwalk Braille trail in the Cape Cod National Seashore.⁶ Public access can be enhanced through trail connections, such as the Cape Cod Pathways and the Nauset Water Trail projects, and accessibility improvements to accommodate people of all ages and abilities, including those with special needs. As the community's population ages, accessibility improvements will only grow in importance.

GOAL 2

Protect drinking water quality through land conservation.

At the 2014 and 2015 annual town meetings, Eastham residents voted to create a municipal water system. The system will be town-wide and is under phased construction. The project involves the construction of two well fields (with a third well field approved), a storage tank, and distribution piping over two phases. The three wells are in three zoning districts: Wellhead Protection District; Water Resource Protection District; and the National Seashore. All three wells are also located in the Groundwater Protection District. Two of the wells are located on Town-owned property under the control of the Board of Selectmen. One well is located on land owned by the regional school district. Of the 1,350 parcels located within the Groundwater Protection District (Zone 2), 72 are owned by the Town, Eastham Conservation Foundation, or the federal government, the rest of the parcels are privately owned.⁷ Land protection efforts can be important to reinforce the effectiveness of wellhead protection areas and further protect quality of public drinking water. Any remaining privately-owned properties within contributing areas could be considered for open space protection efforts.

⁶ 2015 Eastham Open Space & Recreation Plan, p. 137.

⁷ Town of Eastham Planning Department, *Email from Paul Lagg*, August 27, 2018.

GOAL 3

Protect and restore/remediate estuaries and fresh water ponds and wetlands by minimizing further development of adjacent lands, and through water quality remediation in accordance with current best management practices.

Inland kettle ponds, a unique Cape Cod resource, as well as vernal ponds and some estuarine systems are significantly impacted with degradation of water quality caused by human activity (primarily nutrient inputs from septic systems and runoff), as well as destruction of natural shoreline vegetation. Remaining undeveloped privately-owned properties adjacent to these areas should be considered for protection efforts. In past years, the Town funded water quality remediation at Great and Herring ponds with CPA funds. The CPC recognizes the need to continue remediation efforts for additional ponds to protect these natural resources.

GOAL 4

Protect key parcels that enhance community resilience in the face of climate change impacts.

As a coastal community, Eastham is susceptible to the effects of climate change, including sea level rise. Resilience –the ability of a community to bounce back after hazardous events – involves careful open space protection planning to balance protection of sensitive natural environments, including ecotones – the transitional area between two plant communities - with impacts of human and economic activity. CPA funds could support protection of land from development through acquisition or through conservation restrictions held by public entities or non-profit organizations, such as land trusts. CPA funds could also support preparation of an updated inventory and prioritization of key parcels for protection as natural habitat open space, which could be incorporated into a Hazard Mitigation Plan.

GOAL 5

Preserve natural habitat and open space resources through acquisition of lands with high habitat values and management of existing open space lands, including management of invasive species.

Cape Cod is home to many specialized habitats and natural communities that support rare or threatened plant and animal species not found elsewhere in the Commonwealth. The survival of these species in Eastham is threatened by further development and by degradation of habitat quality by invasive species. These include Oriental bittersweet, Japanese Knotweed, and Phragmites, which out-compete native plants for survival. The CPC recognizes the need to preserve natural habitat and open space resources and to manage the impact of invasive species to town-owned lands, including wetlands, ponds, and uplands.

Open Space/Passive Recreation Five-Year Budget

Approximate Amount Available at Year-End FY19	\$536,750
Estimated Open Space/Passive Recreation Reserve (10% of Estimated FY2020-FY2024 Revenue)	\$450,000
Total Actual + Estimated Reserve	\$986,745
Targeted Additional Allocation (30% of undesignated funds)	\$742,491
Debt Service Commitment (FY20 Final Year for Aschettino Land Acquisition Repayment)	(\$73,500)
Total (after final Aschettino debt service payment)	\$1,655,736

Eligible Activities

The CPA defines the term “open space” as including, but not limited to, land deemed necessary to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, lake and pond frontage, beaches, and scenic vistas. The CPA statute allows the use of CPA funds for the acquisition, creation, and preservation of open space. Additionally, the CPA statute allows for the rehabilitation/restoration of open space that was acquired or created with CPA funds. Per MGL c.44B s.5(f), CPA funds may not be used to acquire real property, or property interest, for a price exceeding the value of the property (as determined by methods customarily accepted by the appraisal profession).

In accordance with the CPA statute (MGL c.44B s.12(a) and (b)), an acquisition of real property is required to be owned by the municipality and to be bound by a permanent restriction. Any open space acquisitions by the Town using CPA funds will require execution of a permanent restriction that runs to the benefit of a nonprofit organization, charitable corporation, or foundation and that is in accordance with the requirements of MGL c.184. In addition, CPA funds may be appropriated to pay a nonprofit organization to hold, monitor, and enforce the deed restriction on the property (sometimes called a “stewardship fee”).

OPEN SPACE & PASSIVE RECREATION

NEEDS AND RESOURCES

Eastham has a strong network of public and private stewards to protect open space and natural resources. While much has been accomplished, critical lands are at risk. All of Eastham's critical natural resources are sensitive to development pressures as well as increases in population and the accompanying recreational pressures.

PERMANENTLY PROTECTED OPEN SPACE

- Roughly 22% of Eastham's land area is permanently protected open space.⁽¹⁾ Most is within the Cape Cod National Seashore, on the east side of town.
- The Cape Cod National Seashore, stewarded by NPS, consists of 1,285 acres of upland habitats and more than 4,800 total acres, including privately owned land and tidal/sub-tidal land. (CLIA, OSRP, OSC)
- DCR holds 65 acres of conservation land. (CLIA)
- The Town has acquired interests in roughly 213 acres for conservation. (CLIA) Most town-owned land is on the west side of town.
- Over 441 acres is owned by four nonprofit land trusts: Eastham Conservation Foundation; The Nature Conservancy; Massachusetts Audubon Society; and the Orenda Wildlife Land Trust. (CLIA)

CHAPTER 61 - TEMPORARY PROTECTION

- Three state programs, known as preferential assessments, provide for reduced property taxes for landowners: MGL c. 61, 61A, and 61B. These programs commit a property to agriculture, forest, or recreation for a period of time. In exchange, the town reduces taxes and is granted the right to purchase the property if it is removed from the classification. (Comp Plan)
- There are 14 private parcels enlisted in the Chapter 61, 61A, and 61B programs, totaling roughly 92 acres. (Assessors)

SCENIC RESOURCES

- Scenic vistas on the bay and ocean front along with the variety of landforms give Eastham's landscape the character that attracts many visitors and enriches the life for "locals" year-round. (OSRP)

WATER RESOURCES

- Eastham is essentially the primary user of the Lower Cape aquifer's Nauset Lens (a mound of groundwater). Eastham's water delivery system consists of about ½ of properties on private wells and half served by the municipal water system. Septic disposal is exclusively on-site sewage disposal systems.
- Two sites have been developed as municipal water supply wells (with a third well approved).
- Inland kettle ponds are a unique resource throughout Cape Cod, and their water quality and habitat condition are threatened in many areas by the impacts of human activities. Eleven (11) kettle ponds are located in Eastham including: Great, Herring, Depot, Little Depot, Widow Harding, Ministers, Schoolhouse, Molls, Bridge, Muddy, and Jemima Ponds. (Pond Plan)
- Two ponds are high priorities for pollution remediation: Minister and Schoolhouse (Note: treatment for Great and Herring ponds is complete.) (Pond Plan)
- Wetlands habitat comprises more than twenty-five percent (25%) of the land area of Eastham. The vast majority of these areas are salt marsh (1,300 acres), fresh water ponds, and vegetated wetlands (475 acres). (OSRP)
- Eastham contains numerous vernal ponds widely distributed throughout town. These ponds play a major role in supporting many of the species of wildlife found in and experienced by Eastham residents, including the Threatened spadefoot toad.

COASTAL RESOURCES

- The coastal resources of Eastham include Cape Cod Bay (the West Shore) and the Atlantic Ocean including Nauset Marsh and Town Cove. (Comp Plan)
- The Bay shoreline is a mixture of coastal bank, barrier beaches, and coastal dunes. The Town owns and maintains seven public beach areas along the Bay shoreline. (Comp Plan)

⁽¹⁾ Percent of open space land is based on the author's calculation using figures from the CLIA and the Eastham Community Profile by the MA Department of Housing and Community Development and does not include privately owned land within the Cape Cod National Seashore

- Eastham's back shore faces the Atlantic Ocean, which consists mostly of high bluffs of glacial till exposed to coastal processes. Two beaches are maintained on the Ocean at Nauset Light and Coast Guard sites, operated by the National Seashore. (Comp Plan)
- Nauset Spit is a barrier beach that protects the Nauset Marsh system and adjacent Town Cove and provides high quality habitat for beach nesting wildlife and migratory shorebirds and birds of prey. The salt marsh system covers roughly 800 acres and is a productive nursery area for fin and shellfish species. (Comp Plan)

FISHERIES & WILDLIFE

- A diverse array of habitats within the Town provides for a correspondingly high diversity of plants and organisms. (OSRP)
- The salt marsh systems bordering Cape Cod Bay are included in one of two ACECs: the Inner Cape Cod Bay ACEC and the Wellfleet Harbor ACEC. (OSRP)
- BioMap2 by NHESP identifies areas where uncommon and rare species live and the surrounding areas crucial for survival. Eastham has 5,228 acres of Core Habitat and Critical Natural Landscape, with almost 2,000 acres unprotected from development. (BioMap brochure)

- Seventeen (17) vernal pools have been identified or certified through the NHESP and many others are known to exist. (OSRP)

PASSIVE RECREATION

- The Town has two parks: Wiley Park near Great Pond and Windmill Green on Route 6. Both parks provide passive recreation opportunities:
 - Wiley Park spans roughly 44 acres with lake beachfront, fishing holes, and hiking trails. (CCDG)
 - Windmill Green includes the Eastham Windmill, an important historic asset that is listed on the National Register of Historic Places.
- Public access to water in Eastham is found in many forms. Eastham has 10 Town landings and 11 Town beaches, totaling 66 acres. (OSRP)
- Eastham has many areas that offer hiking trails including Coast Guard Beach, Cottontail Acres Conservation Area, Fort Hill, Salt Pond/Nauset Marsh, Sandy Meadows, and Wiley Park (Rec & Beach Dept.)
- In addition, non-profit organizations hold conservation land open for public enjoyment.

Sources:

Action Plan for the Town of Eastham Ponds, Dec. 2012 (Pond Plan)
Eastham Assessing Department (Assessors)
Eastham Comprehensive Plan, 2012 (Comp Plan)
Eastham Conservation Land Inventory and Analysis, 2012 (CLIA)
Eastham Open Space and Recreation Plan, 2015 (OSRP)
Eastham Open Space Committee (OSC)
Outer Cape Capacity Study, 1996. (OCCS)
Community Preservation Act and BioMap 2 brochure, Community Preservation Coalition. (BioMap brochure)

Key to Abbreviations:

ACEC: Areas of Critical Environmental Concern
DCR: MA Department of Conservation and Recreation
NHESP: MA Natural Heritage and Endangered Species Program
NPS: National Park Service

Appendices

A. Eastham Application Guidelines & Scoring Criteria

		<i>Excellent</i>	<i>Good</i>	<i>Fair</i>	<i>Poor</i>	<i>Rating</i>
Application and Narrative						
A	Complete Application	All required responses and documentation is thoroughly provided	One required response or document is missing or not thorough	Two required responses or documents are missing or not thorough	More than two required responses or documents are missing or not thorough	
B	Guiding Principle #1 – Lead Priorities (See CP Plan Chapter 2)	Strongly aligned with this principle	Somewhat aligned with this principle			
C	Guiding Principle #2 – Supporting Priorities (See CP Plan Chapter 2)		Strongly aligned with this principle	Somewhat aligned with this principle		
D	Guiding Principle #3 – Leveraging (See CP Plan Chapter 2)	Leverages more than 50 percent of total project costs	Leverages 25-50 percent of total project costs	Leverages less than 25 percent and/or has demonstrable commitment for in-kind donations and/or sweat equity to reduce project costs	CPA funds requested for 100% of project cost	
E	Guiding Principle #4 – Planning & Community Goals (See CP Plan Chapter 2)	Strongly demonstrate comprehensive planning AND compatibility with other community initiatives and goals	Somewhat demonstrates comprehensive planning AND compatibility with other community initiatives and goals	Demonstrates comprehensive planning OR compatibility with other community initiatives and goals	Does not demonstrate comprehensive planning AND does not demonstrate compatibility with other community goals	
F	Guiding Principle #5 – Multi-Use Projects (See CP Plan Chapter 2)	Includes eligible activities in <u>at least three</u> CPA areas	Includes eligible activities in <u>two</u> CPA areas	Includes eligible activities in <u>two or more</u> CPA areas OR demonstrates compatibility across CPA goals in all four funding areas	Includes eligible activities in <u>only one</u> CPA area OR does not demonstrate compatibility across CPA goals in all four funding areas	
G	Guiding Principle #6 – Compatibility (See CP Plan Chapter 2)	Helps to achieve CPA goals in all four funding areas	Demonstrates compatibility (neutral/does no harm) across CPA goals in all four funding areas	Competing with goals in at least one other CPA funding area that could be mitigated	Competing with goals in at least one other CPA funding area that may harm ability to achieve those goals	
H	CP Plan Category Goals (Chapters 3-6)	Strongly aligns with more than one category goals	Strongly aligns with one category goal	Somewhat aligns with at least one category goal	Does not align with at least one category goal	
I	Long-Term Maintenance	Strongly demonstrates adequate capacity for long-term maintenance of property/asset/CPA investment <u>with no additional cost</u> to the town	Somewhat demonstrates adequate capacity for long-term maintenance of property/asset/CPA investment <u>with no additional cost</u> to the town	Demonstrates adequate capacity for long-term maintenance of property/asset/CPA <u>investment with some/minimal additional cost</u> to the town	Does not demonstrate adequate capacity for long-term maintenance of property/asset/CPA investment with no/minimal additional cost to the town	
Overall Rating						

B. CPA Eligibility Matrix

Chart 1
COMMUNITY PRESERVATION FUND ALLOWABLE SPENDING PURPOSES (G.L. c. 44B, § 5)

	OPEN SPACE	HISTORIC RESOURCES	RECREATIONAL LAND	COMMUNITY HOUSING
DEFINITIONS (G.L. c. 44B, § 2)	Land to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, grasslands, fields, forest land, fresh and salt water marshes and other wetlands, ocean, river, stream, lake and pond frontage, beaches, dunes and other coastal lands, lands to protect scenic vistas, land for wildlife or nature preserve and land for recreational use	Building, structure, vessel, real property, document or artifact listed on the state register of historic places or determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of the city or town	Land for active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground or athletic field Does <u>not</u> include horse or dog racing or the use of land for a stadium, gymnasium or similar structure.	Housing for low and moderate income individuals and families, including low or moderate income seniors Moderate income is less than 100%, and low income is less than 80%, of US HUD Area Wide Median Income
ACQUISITION Obtain property interest by gift, purchase, devise, grant, rental, rental purchase, lease or otherwise. Only includes eminent domain taking as provided by G.L. c. 44B	Yes	Yes	Yes	Yes
CREATION To bring into being or cause to exist. <i>Seideman v. City of Newton</i> , 452 Mass. 472 (2008)	Yes		Yes	Yes
PRESERVATION Protect personal or real property from injury, harm or destruction	Yes	Yes	Yes	Yes
SUPPORT Provide grants, loans, rental assistance, security deposits, interest-rate write downs or other forms of assistance directly to individuals and families who are eligible for community housing, or to entity that owns, operates or manages such housing, for the purpose of making housing affordable				Yes, includes funding for community's affordable housing trust
REHABILITATION AND RESTORATION Make capital improvements, or extraordinary repairs to make assets functional for intended use, including improvements to comply with federal, state or local building or access codes or federal standards for rehabilitation of historic properties	Yes if acquired or created with CP funds	Yes	Yes	Yes if acquired or created with CP funds

Source: Department of Revenue (DOR) 10-5-2012 conference, "Recent Developments in Municipal Law," Workshop B - Local Finances

C. Project Schedule

EASTHAM COMMUNITY PRESERVATION PLAN UPDATE

PREPARED BY JM GOLDSON 3/19/18, REVISED 6/27/18

	Scope of Work				
	<p>3/23/18 (day) Driving Tour of town focused on CPA-funded project and potential projects.</p> <p>Review background material including CPA financial records and project allocations. Create draft survey for review.</p> <p>4/4/18 (evening) CPC Meeting #1 to review scope and schedule.</p>	<p>5/2/18 (day) Conduct up to four focus groups and meet with CPC Chair, Town Administrator, Finance Director, and Town Planner re CPA tax scenarios and finances.</p> <p>5/2/18 (evening) CPC Meeting #2 to review summary of background review and draft survey and create outreach plan.</p> <p>Conduct up to four telephone interviews.</p>	<p>Create all materials and presentation(s) for the Community Workshop.</p> <p>6/6/18 (evening) - Hold Community Workshop.</p> <p>6/27/18 (evening) CPC Meeting #3 to review workshop results and discuss content for inclusion in draft CP Plan.</p>	<p>Prepare draft CP Plan for review.</p> <p>8/1/18 (evening) CPC Meeting #4 to review</p> <p>Revise draft plan based on CPC/staff comments.</p>	<p>9/5/18 (evening) CPC Public Hearing - present draft plan for public comment</p> <p>Revise plan as needed and finalize.</p> <p>10/3/18 (evening) CPC Meeting #5 to review final plan. Revise, as needed, and prepare final printing.</p>
	MARCH-APRIL 2018	MAY 2018	JUNE	JULY-AUGUST	SEPTEMBER-OCTOBER
Deliverables	<p>Compile summary of community goals related to CPA funding categories, CPA fund revenue and expenditures, and projects and draft survey by 4/27/18.</p>	<p>Finalize survey for release by 5/11/18.</p> <p>Create summary of focus groups/telephone interviews by 5/31/18.</p>	<p>Compile and summarize community workshop results by 6/22/18.</p> <p>Close survey on 6/13/18 and create summary of results by 6/27/18.</p>	<p>Prepare draft plan by 7/25/18.</p> <p>Submit revised draft plan by 8/17/18.</p>	<p>Final Plan completed by 10/12/18.</p>

D. Community Engagement Results

FOCUS GROUPS AND INTERVIEWS SUMMARY OF RESULTS

COMMUNITY WORKSHOP SUMMARY OF RESULTS

ONLINE SURVEY SUMMARY OF RESULTS

Eastham CP Plan – Focus Group Summary of Discussions

Held on May 2, 2018 by Lara Kritzer and Jennifer M. Goldson of JM Goldson

The JM Goldson team held four focus groups on May 2nd: two at the Town Offices and two at the Library. This is a general summary of the main themes of discussion at the focus groups organized by questions.

1. What qualities or characteristics do you love about Eastham?
 - Supportive and generous community - People love this community
 - Small town
 - Natural beauty and access to nature
 - Rural character
 - Less expensive than other towns
 - Water and water ways – ponds, bay, ocean access, Nauset inlet, and beaches
 - Rail trail connections
 - Yankee pride
2. What do you think could be improved?
 - Affordable housing is needed – rent is astronomical
 - Year round rentals hard to come by
 - Need more rental projects or converting more homes to Section 8
 - Something to maintain young families – need affordable housing for young families and seniors
 - Recreation – moorings and kayak storage – more opportunities to use non-motorized boats
3. What are Eastham's greatest challenges?
 - Housing in general
 - Lack of affordable child care
 - Wastewater
 - Pond cleanliness
 - How to encourage development without impacting rural qualities of the town
 - Eastham doesn't know what it wants to be. Need vision.
 - Reconciling differences between what retirees want and younger people who are trying to stay in the town
 - Better tax base needed and concerned conservation land acquisitions make taxes higher
 - Need alternatives for seniors to continue to live here who can't take care of a single-family home anymore
 - Need a focused town center
 - Climate change – losing 20 feet off the ocean side and losing land on the bay side – water is rising – open space can help mitigate effects of sea level rise
 - Fiscally conservative town
4. Overall, what do you think of the CPA's current funding priorities?
 - Historic properties is one of the most important resources in the town
 - Should help people who want to renovate their historic home to help them stay in Eastham
 - Not sure if 10 percent is enough for historic preservation
 - Might not need more open space
 - Want active recreation to help young families come to Eastham
 - Housing is really important – should keep the 30 percent

- Open space is expensive and need to make sure there is enough for open space conservation – would prefer to buy properties and not clean more ponds
 - Need to preserve the Ecotone – the space between the water and the upland where two ecosystems meet (the transitions)
 - Feel getting to the point where everything historic is already fixed up
 - Need more accessible recreation
 - More funding for affordable housing
5. What priorities or project ideas do you hope will be considered for funding in the next five years?
- Active Recreation
 - i. Need parking for active rec including field of dreams
 - ii. Outdoor fencing on playground is very old at the Children's Place
 - iii. Nauset light beach - 33% of spaces at the parking lot are town spaces- they will start losing parking spaces because the water is encroaching - Need to plan to take and develop land for parking
 - iv. Rock Harbor Marina - develop into outdoor rec area
 - v. Dyer Prince Road parking lot needs to be rehabilitated – need to draw people to recreation areas
 - vi. Bathhouse at First Encounter
 - vii. Public facilities at local beaches
 - viii. Rehabilitation of Rock Harbor
 - ix. Docks need to be worked on
 - x. Public amphitheater
 - xi. Access for elderly at beaches
 - Community Housing
 - i. Ocean View Motel property next to town hall
 - ii. More affordable housing projects - could be another Habitat project or other projects
 - iii. Elderly - need elderly housing. Affordable Assisted living or other type of senior housing.
 - Historic Preservation
 - i. School house museum needs to be painted
 - ii. Historic markers
 - iii. Chapel is the last of 19th century Eastham and is an important part of town
 - Open Space & Passive Recreation:
 - i. Buy property near village center to convert to open space. Town center won't work on Route 6.
 - ii. Continued acquisition of low lying coastal areas to prevent development - Coastal Ecotones - acquiring these lands.
 - iii. Rain Gardens at library - how we can use things like rain gardens and drainage structures to protect ponds. Waterfront pond front demonstration waterfront protection plan.
 - iv. Bridge Pond -drainage structure right by road - runoff structure to protect pond
6. Review current local surcharge level. Do you think the CPA surcharge should stay at 3% in the coming years or be reduced? Why?
- Keep at 3 percent – water debt already agreed to. Don't see additional burden. Don't reduce it particularly because housing and open space projects are expensive
 - Some difference of opinion in one of the four focus groups – some concerned with water surcharge

Eastham Community Preservation Plan Update June 6th Community Meeting - Summary of Results



Prepared by JM Goldson 6/12/18, Revised 7/3/18

MAIN CONCLUSIONS

- Participants emphasized community housing initiatives as important to increase economic diversity and create an option for downsizing.
- The preservation of open space is important to residents, as is the maintenance of the “rural” character of Eastham.
- Participants called for increased communication about future CPA-funded projects and more information about current recreation and open space areas as well as historic preservation sites.

SUMMARY

On Wednesday, June 6, the Community Preservation Committee sponsored a community workshop in Eastham. The workshop took place at 5:45 p.m. in the Eastham Public Library, and there were about 40 people in attendance. According to a poll taken by the presenters, most (88%) of the participants lived in Eastham full time, and 95% own their home. Participants were primarily in the 65 to 79 age group (68%), and 20% were aged 50 to 64.

HEART OF THE MATTER

*“Maintain ‘rural’,
peaceful, unique,
comfortable character
of Eastham
community.”*

When asked what is at the heart of the matter for them when thinking about Eastham’s approach to Community Preservation Act funds in the coming years, participants answered with a few common replies:

- Preserve the Town’s character
- Create affordable housing to promote diversity in the community
- Meet the needs of the aging population with affordability and accessibility
- Preserve open space
- Increase communication surrounding these funds and projects



Eastham Community Workshop



The discussion exercise asked participants to identify what they felt the needs were in each category and to brainstorm some specific project possibilities to meet these needs. The appendix includes each group's full answers, but below is an overview of some commonly identified needs and project possibilities.

ACTIVE RECREATION

GREATEST NEEDS

Participants noted needs including bike infrastructure, improving beach facilities, a public pool, an updated playground, activities for middle age groups, boat storage and launches, and tennis courts.

SPECIFIC PROJECT POSSIBILITIES

- Accessibility improvements for senior/disabled to recreation
- Improvement of beach facilities on Great Pond Rd.
- Bike path/bike lanes
- Canoe/kayak racks at town landing
- Drinking fountains in recreation areas
- Tennis courts, possibly at a new community center
- Dog park
- Public pool
- Bath houses at beaches

"We need better access for disabled, elderly, and strollers to recreation areas."

COMMUNITY HOUSING

GREATEST NEEDS

Participants noted needs regarding community housing including affordable housing for professionals, seniors, and families, the need for age and income diversity, long-term rental housing, and workforce housing.

SPECIFIC PROJECT POSSIBILITIES

- Accessory dwellings
- Independent and assisted living options
- Mixed-use zoning to allow for residential unit above commercial space
- Acquire land for multi-family affordable housing
- Collaborate with non-profits like Habitat for Humanity to purchase and restore housing for multi-family use
- Purchase property next to Town Hall to create an affordable housing development
- Support programs that diversify housing stock

"Housing should be reflective of town character."

HISTORIC PRESERVATION

GREATEST NEEDS

Participants noted needs including historic preservation combined with affordable housing, digitalization of town records, better signage of historic areas, and recognizing the Native American history of the town.

SPECIFIC PROJECT POSSIBILITIES

- Create or improve signage to historic resources
- Documenting local Native American history
- Redesign Rte 6 to historical corridor
- Restore and preserve older houses for affordable housing
- Digitalization of all town records

"Promote history of our town and preserve it."

OPEN SPACE/PASSIVE RECREATION

"Connect open space to create corridors for wildlife"

GREATEST NEEDS

Participants noted needs including water protection, storm mitigation, preservation of high value natural areas in town, benches and picnic tables in open space areas, acquisition of more undeveloped parcels for open space protection, and wildlife corridors.

SPECIFIC PROJECT POSSIBILITIES

- Community gardens
- Contiguous wildlife corridors
- Identify species who need protection
- Benches, tables, and public bathrooms in open space and parks
- Mapping and education about current open space and passive recreation areas
- Clean ponds and preserve waterways and marshes
- Storm mitigation projects

Should the CPC continue to prioritize the following project types with target allocations beyond the minimum 10% requirements?

These are the current priorities: Open Space/Passive Recreation (50% of undesignated funds), Community Housing (30%), and Active Recreation (20%)

All eight groups expressed interest in considering changes to the target allocations. One group (F) wanted to eliminate them altogether – favoring maximum flexibility to utilize the undesignated funds. All of the remaining seven groups expressed interest in continuing with a target allocations policy, but changing the target percentages for the funding categories.

Below summarizes the changes that the seven groups expressed interest in:



- Open Space: 6/7 groups wanted to reduce the target allocation for open space – ranging from 30-40 percent. One group (A) wanted to keep the target allocation for open space at 50 percent.
- Community Housing: 6/7 groups wanted to increase the target allocation – ranging from 35 percent to 60 percent. One group (G) wanted to keep the target allocation for community housing at 30 percent.
- Active Recreation: 6/7 groups wanted to reduce the target allocation for active recreation – ranging from zero to 15 percent. One group (G) wanted to increase the target allocation to 40 percent.
- Historic Preservation: 6/7 groups wanted to keep the target allocation for historic preservation at zero percent. One group (C) wanted to increase the target allocation to 15 percent.

J M Goldson

community preservation
+ planning

Eastham CP Plan Online Survey: Summary of Results

Prepared by JM Goldson 06/19/18

Summary

The Eastham Community Preservation Committee created an online survey to gather feedback from community members on the need for projects in each Community Preservation Act category in Eastham. The survey was online from June 4, 2018, to June 14, 2018, and 266 people responded in that time. The survey contained demographic questions and five questions regarding the use of CPA funds. The results of the survey are summarized below.

Demographic Results

- Age
 - The majority of participants (67 percent) were between ages 55 and 74.
 - About 13 percent were aged 75 or older, and about 20 percent were under age 55.
- Gender: Roughly 52 percent of respondents were male and 48 percent female.
- Family Status: Most (84 percent) did not have children under the age of 18
- Household Size and tenure: The majority (61 percent) lived in a two-person household; about 14 percent lived alone; 13 percent lived in a three-person household; and 13 percent in a four or more person household. About 94 percent owned the place that they lived in.
- Resident Status: About 47 percent were full-time residents and 43 percent were part-time residents.

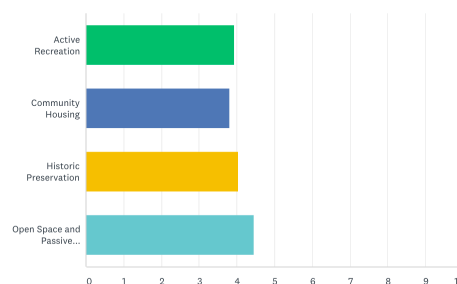
Overall CPA Priorities

Only 18 percent of participants said that they were very familiar or extremely familiar with the Community Preservation Act, although 41 percent said that they were somewhat familiar.

Participants ranked open space and passive recreation as the most important CPA-funding category in the next five years with historic preservation as the second most important category. Over 60 percent of participants indicated that open space and passive recreation projects were extremely important, whereas only 38 percent, 36 percent, and 36 percent respectively felt community housing, historic preservation, and active recreation were extremely important.

How would you rate the importance of funding for projects in each of the four eligible CPA-funding categories in the next five years?

Answered: 217 Skipped: 49



J M Goldson

community preservation
+ planning

Summary of Suggested Project Possibilities

Suggested projects for each CPA category are summarized below. Full results are available separately.

Active Recreation Projects

Some active recreation projects that Eastham residents would like to see considered for funding:

- Public swimming pool
- A playground in North Eastham on the bay side
- More dedicated bike paths/trails/lanes
- Improved bathroom facilities at First Encounter Beach, Campground, and Cooks Brook
- Community garden
- Reclamation and repurposing of town owned property currently used by the Nauset Rod and Gun Club for private firing ranges
- Tennis courts
- Handicap picnic tables and wheelchair areas at Town Beaches

Community Housing Projects

Some community housing projects that Eastham residents would like to see considered for funding:

- Elderly housing
- Renovating larger, historic homes into multi-unit affordable housing
- Create multi-unit apartments
- Affordable rental housing
- Independent/assisted living/nursing home complex
- Assist low-income property owners to maintain and continue to reside in their homes
- More "starter" homes

Historic Preservation Projects

Some historic preservation projects that Eastham residents would like to see considered for funding:

- Chapel in the Pines
- Cemetery restoration
- Town records preservation
- Incorporate history of Native Americans in Eastham
- Historic preservation projects that include affordable housing or passive recreation
- Doane House foundation and marker project
- Three Sisters Lighthouse

Open Space/Passive Recreation Projects

Some open space/passive recreation projects that Eastham residents would like to see considered for funding:

- Trail preservation at Wiley Park
- Preserve the beaches
- Connect walking trails
- Fix up Rock Harbor site with more amenities
- Invest in ecological management of existing open space to increase their wildlife habitat value
- Maintain Minister/Schoolhouse Pond
- Purchase open space
- Prevent any further waterfront development

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